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OPEN SPACE ELEMENT OF THE GENERAL PLAN: COUNTY OF ALAMEDA, STATE OF CALIFORNIA

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MAY 30, 1973



We hereby certify that the County Planning Commission of Alameda County did, on the 30th day of January, 1973, approve by resolution an element of the General Plan, consisting of both a map and text entitled, "OPEN SPACE ELEMENT OF THE ALAMEDA COUNTY GENERAL PLAN, Parts I and II, Policies and Plan," and the document on which this certificate is recorded is a part thereof.

John P. Gardella William H. Friley
John P. Gardella, Chairman William H. Friley, Secretary


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Joseph P. Bort Jack K. Pool
Joseph P. Bort, Chairman Jack K. Pool
Clerk of the Board of Supervisors
of the County of Alameda


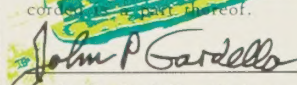


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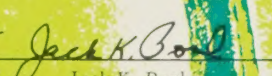
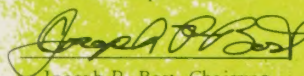
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Clerk of the Board of Supervisors
of the County of Alameda

Preface

Rapid depletion of natural resources, as a result of competitive demand for land, has brought to the attention of citizen and government alike the need for permanently preserving open space land in and near urban areas. The Open Space Element of the Alameda County General Plan presents policy proposals for the protection and preservation of major open areas within the County. The objectives, principles, and standards, and the Open Space Plan map are intended to serve as policy guides for the retention of open spaces by city, county, regional, and state agencies, as well as private land owners. The Open Space Plan is a part of, and coordinated with the policies and land use and circulation elements of the County General plan and city general and master plans. It also includes policies and plans included in the Scenic Route Element of the General Plan.

The emphasis on the Open Space Plan is county-wide, and, as such, is a component of the regional open space system. Elements of open space at the local level, including major city parks which are included in the county plan, are properly a function of the city open space plans. Included within the county Open Space Plan are proposals for open space surrounding communities, agricultural open space, as well as Bay, shoreline, and woodland preserves. A system of recreation trails and scenic routes is


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proposed to connect major park and recreation facilities within the buffers and preserves. The county Open Space Plan presents a slightly different emphasis than the typical park and recreation or open space plan, in that it is intended to relate open space to the ecological needs of the human community, since it is becoming increasingly evident that open space is vital to ecological survival. The Plan, therefore, goes further than indicating park and recreation needs or preserving scenic resources; it is also concerned with the preservation of the ecological system.

The Plan is also intended to serve as a means of coordinating open space policies and plans of other jurisdictions at every level on a continuing basis. Each agency with jurisdiction within the county concerned with open space and recreation as well as jurisdictions in adjacent counties, has had the opportunity of reviewing and commenting upon the Plan; and recommendations for changes and additions have been included. A unified approach by federal, state, regional, and local agencies should result in policies and a Plan acceptable to all.

An Open Space Plan for Alameda County, endorsed by all involved agencies, forms the basis for an action program, including acquisition of land and development of legislation for the protection of all open space lands designated in the Plan.

MAY 30, 1973



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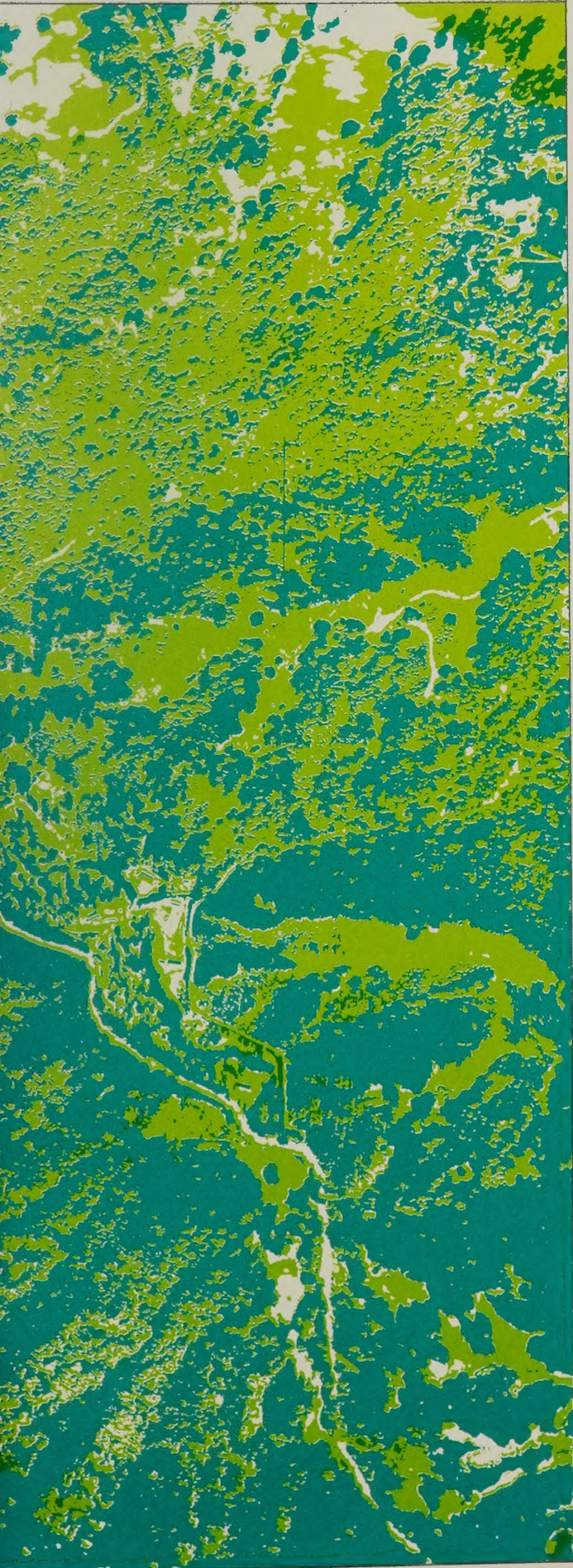
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PART ONE:

OPEN SPACE POLICIES



Introduction

Purposes

The Open Space Element, consisting of plan and map, is designed to serve as a guide for the establishment of programs and legislation dealing with the preservation and enhancement of open space in the county.

As an element of the General Plan, the Open Space Plan is intended to establish official basic policy regarding:

1. Objectives, principles, and general standards for the preservation and enhancement of land and water open space.
2. Definition and designation of the several types of open space.
3. Coordination of open space proposals and programs among all levels of government: federal, state, regional, county, city, and special districts, and between local governments and private land holders.
4. Guidance to all public and quasi-public jurisdictions in the development of more detailed open space plans to supplement the county open space plan.
5. Guidance to private land holders in fulfilling open space plan objectives.
6. Employment of all available, appropriate open space preservation legislation.
7. Development of legislative measures and official programs to protect land and water open space.

The Open Space Plan is also intended to serve as a means of informing citizens of the county of the need for prompt and effective action, regarding the preservation of open space.

The Open Space Plan

Definitions:

Types of Open Space

The Open Space Plan is based on the adopted Alameda County General Plan, which designates three major types of open space: cultivated agriculture, uncultivated agriculture, and major parks and recreation. Secondary categories of open space in the General Plan include selected extensive industrial uses such as salt ponds and gravel pits. In the development of the Open Space Plan, all General Plan open space proposals as described above were included, and slightly modified in a few instances when necessary to implement proposed open space policies. The Scenic Route Element of the General Plan and proposed trail systems have also been used as a basis for the provision of open space connectors.

Primary Types of Open Space

For the purposes of policy and plan consideration, four primary types of open space are proposed. Although they include General Plan open space in the aforementioned categories, they have been redefined in accordance with their role in providing open space. The four primary types are: 1) Agricultural Open Space, 2) Preserves, 3) Residential-Canyon Open Space, and 4) Connecting Open Space Corridors. Connecting Corridors, consisting of linear open space corridors adjacent to rapid transit and scenic circulation routes and trails which form a continuous system of open space, would connect to all the other types of open space. The purpose of definition by type is to assist in the development and implementation of the open space plan. Schematic sketches of the types of open space are shown on Plates 1 through 4. Detailed descriptions of each of the primary types of open space are on pages 4 and 5.

Secondary Types of Open Space

Secondary types of open space include:

- 1) Those shown on the County General Plan as:
 - a) Intensive industrial such as salt ponds and quarries
 - b) Public use such as cemeteries or Camp Parks
 - c) Airports

These are important for their value in providing breaks in the urban development pattern. Their low density open character must be protected against high density uses.

- 2) Borrowed Open Space:
 - a) Open space in adjacent counties which provide a continuation of open space beyond the Alameda County boundaries.

Primary Types of Open Space

1) Agricultural Open Space:

All areas indicated as cultivated or uncultivated agriculture on the County General Plan are considered as Agricultural Open Space in the Open Space Plan and are designated for permanent retention. Certain areas, indicated on the General Plan for future urban uses, will be designated as interim agricultural open space as a means of preservation prior to the need for urban development.



2) Preserves:

Preserves are permanent open spaces which possess irreplaceable natural resources and include: a) woodland areas or areas with outstanding topography, geology, vegetation, or wildlife habitat; b) San Francisco Bay and shoreline. Preserves would include all major park and recreation areas shown on the County General Plan and all watershed areas. Major urban parks are also termed preserves, since they not only furnish important recreation areas for urban dwellers, but also provide terminal points for connectors to non-urban open space.





3) Residential-Canyon Open Space:

Areas within the General Plan designated for combined residential-open space uses are primarily in hill areas where natural wooded canyons, designated as Major Park areas, are interspersed with gently sloping areas suitable for very low density residential uses. The function of canyon areas, designated on the General Plan as Major Park and Recreation Areas, is to provide scenic attraction, preserve topography and planting, provide recreation and trails areas, and provide a measure of erosion and flood control. The preservation of ridge lines, canyons, significant stands of trees, and watercourses is of paramount importance to the protection of hill areas.



4) Connecting Open Space Corridors:

Connecting open space corridors include the protected areas adjacent to scenic routes or rapid transit lines and connecting trails. Connecting scenic route corridors often will have trails in the adjacent open space, as well as turnouts, viewpoints, and picnic areas. Connecting trails may be adjacent to scenic routes or in utility line easements, as well as in canyon open spaces adjacent to residential areas. A major function of connecting open space corridors is to provide access to rural open space from urban open spaces.

Analysis of Need

Demand for Land

Rapid population increases result in rapid consumption of land for living, working, and leisure needs. Although the County, in 1970, was developed to only sixty percent of the 1990 holding capacity indicated on the General Plan, open areas are constantly being threatened by development proposals contrary to adopted plan policies, primarily because the land is less expensive, and is available. In urban areas, the lack of open space in and around communities has become a critical issue. Expanding development has resulted in the merging of cities and has recently begun to threaten hill area open space and the Bay, the only open areas remaining to provide relief from urbanization.

Limited amounts of open space in and around metropolitan areas and in more rural areas are needed for public access and recreation, but just as vital are the large amounts of open space required so that metropolitan areas will not become overpopulated and congested with resulting air and water pollution.

Need For Intelligent Choice of Uses For Land

Increased demands for developable land in many instances has brought pressures for changes in designation of County General Plan land use to the detriment of planned open space. Demand for changes in urban land use in present and future urban areas, for instance from industrial to residential, makes necessary the designation of additional agricultural or open land for industrial uses as a replacement with additional industrial required to accommodate the needs created by the newly designated residential area. A continued trend in this direction could substantially minimize the available open space surrounding communities. Changes from agricultural to unplanned highway commercial uses in isolated rural areas has the effect of forming nuclei of unplanned communities, which encourage requests for development as a result of artificial inflation of land prices adjacent to unplanned commercial development. The County General Plan is intended to establish official, consistent policy so that equitable and coordinated use of land will be made. If planned and properly implemented through various legislative programs, open space can remain intact and free from intrusion of development and

provide a method of controlling growth.

Need for Maintenance of the Ecological System

One of the major factors of consideration in an open space study is the critical need for preservation of the ecological system, both the living portion of the system – plants, man, and animal – and the non-living portion, or the habitat – land, water, and air. The living and non-living portions must be kept in balance so that man, animal, and plants can thrive. It is becoming generally accepted among scientists that the two basic threats to man's survival are: first, the depletion of resources by overpopulation; and second, the destruction of the environment through production of toxic material on land and in the air and water that destroys living things.

Overpopulation in the extreme can result in replacement of fertile agricultural land by urban uses, thus removing the food supply, or cause depletion of minerals and other natural resources for the production of material. At the same time, the byproducts of production such as processing residue often contaminate the air, while vehicle exhaust is responsible for the major portion of air pollution. While we have not yet exhausted the land, our rate of population growth has resulted in filling the atmosphere and waters with pollutants to such an extent that efforts to control cannot keep pace with increasing population and volumes of contamination.

Retention of land and water open space also provides for survival of plant life, a prime source of oxygen necessary for the survival of man and animal. Maintenance of volume and surface of water bodies assists in the production of oxygen and the dissolution of water and air pollution. Natural open space areas, therefore, are of vital importance to human and animal survival by provision of oxygen, as well as provision of agricultural land for food growth and areas for recreation and visual amenity.

Without setting limits to the spread of urban areas, there are other serious overpopulation consequences such as congestion in transportation systems, resulting in inefficient use of time and public expenditures and higher noise levels that tend to promote human fatigue and inefficiency. If limits are not set, the point is reached where each further acre that is developed does not mean progress, but rather,

signifies a step toward ill health and higher mortality rates. If the public fails to halt overpopulation, then by default, it also fails to provide a decent living environment that it individually and collectively spends its working hours seeking to achieve. If therefore follows that the urban area reaches a point where each additional acre developed for urban use is a liability rather than an asset. These areas, in turn, must be evaluated according to their open space useage rather than according to opinion of appraisers for value as urban use. Since urban uses, in these instances, would be detrimental and should not be permitted, the evaluation of land on "potential urban" is unfair to the landowner and public alike. It is unfair to the landowner when translated to taxes, and unfair to the public since the landowner will eventually wish to realize the high value that has unjustifiably been placed on his land by others.

Need for Protection and Enhancement of Communities

Provision of open space surrounding communities provides both protection from the ill effects of high density urban development as well as enhancement in the form of visual open space background to the urban area.

Protection is provided in the form of climate and noise control and maintenance of clean air, while enhancement is provided when open space and wooded areas are viewed from urban areas. In many instances in Alameda County, slope and ridge open space provide effective backgrounds to urban areas. Within the open space, areas of natural beauty are preserved for the enjoyment and study of plant and animal life and geological formations, as well as for recreational opportunities.

Open space surrounding communities also provide community identity. A waterfront community on San Francisco Bay or hillside community, for example, provides a source of community pride and identity not found in communities that endlessly merge, one with another, with no line of demarcation except a boundary sign.

Open Space Objectives

- To provide for the designation, protection, preservation and enhancement of open space on a continuing, permanent basis in Alameda County.
- To relate open space to existing and proposed urban land uses in such a manner as to enhance living conditions in the entire county.
- To indicate areas to be maintained as open space and to relate such areas to open space plans and proposals of adjacent counties and to the region.
- To provide for permanent separation and identification of communities through use of open space that will include park and recreation areas coordinated with a continuous system of trails and scenic tours.
- To provide open space recreation and study areas for the enjoyment and education of all people in the county.
- To provide a continuous system of open space for the preservation, enhancement, and protection of natural scenic features and preservation and protection of watershed and wildlife areas and agricultural areas.
- To preserve and protect the existing bay shoreline by limiting bay fill to public recreation and other selected uses in accordance with adopted regional plans and to protect marine and wildlife habitats by retention of marshlands and water fishery areas.
- To provide a healthful environment and to maintain and improve climate by minimizing air and water pollution, reducing population congestion and traffic congestion by preservation of natural open areas, including San Francisco Bay.
- To assist in stabilizing open space property values and to enhance the urban and rural economy of Alameda County by containing urban growth through the preservation of recreational, agricultural, and other productive open space.
- To provide legal basis for retaining open space through means that will be economically feasible for public and private interests.

Open Space Principles

General Open Space Principles

Recognize Assets of Open Space to the County

Open space should be recognized as necessary and permanent, being vital to the health, enjoyment, and well-being of the citizens of the county. Open space should be recognized as a necessary means of permanent protection against excessive urban sprawl, overpopulation and consequent pollution, congestion, and uneconomic provision of public facilities and utilities.

Provide a Coordinated System of Open Space

A coordinated system of public and private open space and major park and recreation areas should be provided throughout the county and should connect to open space of adjacent counties. All major areas of public open space should be connected by trails and scenic routes.

Provide an Equitable Distribution of Open Space

Within the limits of availability, an equitable geographic distribution of open space throughout the county should be provided for the benefit of all the residents.

Preserve Large, Continuous Areas of Open Space

Large, continuous areas of open space, protected from intrusion by development should be preserved. Examples would be San Francisco Bay, the East Bay hills, and the hills surrounding the Livermore-Amador Valley.

Provide A Variety of Open Space for Specific Open Space Uses

A variety of open space should be provided, including open space for public use and enjoyment and for protection of agriculture, wildlife habitat, and scenic values.

The Open Space Plan Should:

Include Areas of Irreplaceable Natural and Man-made Resources

The open space plan should include areas of irreplaceable natural and man-made resources, including areas of topographical, geographical, or historical significance; land and water areas of outstanding natural scenic qualities; and

outstanding views of natural or man-made significance. Such irreplaceable areas should be designated as permanent open space on the plan.

Provide Open Space Around Each Community

Where still feasible, open space surrounding each community should be provided to limit urban development and provide community identity by permanent protection from continuous urban land uses. Open space surrounding communities would include permanently protected watersheds, woodlands, agricultural lands, marshlands, and water bodies.

Provide Park and Recreation and Nature Areas in Open Space Adjacent to Each Community

Because of increasing demand per capita for park, recreation, and nature areas in or near metropolitan population centers, selected portions of easily accessible open space surrounding communities should be utilized for leisure time facilities.

Include Observation Areas

Observation areas from which outstanding vistas are available should be included as permanent elements of the open space plan and be coordinated with hiking trails or scenic routes.

Include Natural Ridgelines and Slope Areas

Natural ridgelines, and slopes in excess of twenty-five percent in grade, should be left open permanently to eliminate mass grading.

Include Existing, Potential, and Depleted Wildlife Habitats

Existing and potential marine and wildlife habitats should be preserved in a natural, undeveloped state as part of the open space plan, as a means of preserving and attracting wildlife. Depleted habitats adaptable to restoration should also be included as open space. All habitats should be established as sanctuaries or refuges and closed to the public, except for ecological study in selected areas.

Include Quasi-Public Lands as Permanent Open Space

Quasi-public lands valuable for open space, such as watersheds, should be designated as permanent open space. Sale of watershed lands should be legislatively prohibited; or use, for

other than low density recreation use or selected clustered recreational use, should be prohibited. Agencies controlling such lands should be encouraged to establish and adopt policies and long-range plans for multiple open space uses where feasible within their jurisdiction.

Limit Development Within Open Space Areas

Development within open space areas should be permitted in selected areas and should be limited to facilities needed in conjunction with low density recreation areas or to selected public facilities.

Prohibit High Density Commercial Recreation Uses in Open Space Areas

Resort type high density commercial recreation and accessory uses should be prohibited in all open space areas. Urban type facilities, such as motels, restaurants, and places of entertainment should be located in highway commercial or urban business districts.

Encourage Appropriate Low Intensity Commercial Recreation Areas in Selected Open Space Areas

Appropriate low density commercial recreation areas should be encouraged by local recreation and park districts in the vicinity of urban areas.

Provide Low Intensity Commercial Recreation in a Manner to Preserve the Quality of Open Space

Low density commercial recreation, when permitted, should not intrude into areas of scenic beauty or require new roads or serve to attract other non-open space uses. Commercial recreation activities that require extensive grading or result in scarring or erosion of the land should be prohibited.

Protect Open Space From Intrusion by Public Projects

Planned open space should be protected from intrusion by massive public works projects, such as freeways and airports, wherever possible. Proposed projects, such as reservoirs and aqueducts, should be designed to permit compatible recreation development.

Locate Power, Research, or Defense Projects in Urban Areas Where Feasible

Installation of large scale nuclear power plants,

nuclear research projects, or defense installations, requiring large shoreline or inland areas, should only be located in open space areas when no alternative within urban areas is feasible; facilities should be located in such a manner as to cause a minimum of interference to natural resources and wildlife.

Utility Lines to be Consolidated and Located to Avoid Scenic Areas

Wherever feasible, power and pipe utility lines should be consolidated to prevent further severance of open space lands. Utility lines and aqueducts in open space areas should be located so as to avoid areas of outstanding beauty.

Convey Surplus or Excess Government Lands to Other Open Space Uses

Large scale government installations in planned open space areas should be converted to other, acceptable open space uses when no longer required by the federal government. Such lands should be kept free of urban development whether required by public or private interests.

Convert Excess Federal, State, and Local Parcels in Urban Areas to Open Space Uses

Whenever feasible, local agencies should acquire excess Federal, State, and local parcels in open areas for open space uses where they would enhance the county or local open space plan.

Natural Resources Within Open Space Areas Should be Permanently Protected

Within open space areas, either publicly or privately owned, removal of mature trees should not be permitted without the permission of the local authority. Alteration of streambeds or bodies of water and adjacent vegetation should be permitted only as a means of erosion or flood control, as permitted by the adopted plans of regional or local jurisdictions, and in such a manner to enhance water courses, scenic shoreline and marshlands within the county.

Control Removal of Mineral Deposits and Earth

Removal of mineral deposits and earth through mining and grading should be carefully controlled as a means of preserving the natural quality of scenic open space areas. Quantity limits and standards for removal and restoration

of land to the original condition should be established where such operations are permitted.

Protect Open Space Areas From Hazards of Fire

Effort should be made by private citizens and government to protect vegetation and wildlife from the hazards of uncontrolled burning of woodland and grass areas. Burned out areas should be seeded as soon as possible to prevent erosion.

Coordinate Open Space Plans With General Plan of Other Agencies

Open space plans should be coordinated with state, regional, county, city, and recreation and park district general and master plans. Open space links to adjacent counties should be provided by coordination of county, city, and recreation and park district general and master plans. Open space links to adjacent counties should be provided by coordination of county general plans and regional plans.

Provide Open Space Circulation in Accord with Adopted Plans; Access Roads to be Kept to a Minimum

Circulation in open space areas should be in accord with adopted plans and new access roads should be kept to a minimum. All circulation routes should follow adopted county scenic route policies and principles.

Implementation Principles General Open Space

Guide and Control Preservation of Open Space Through Legislative Standards

As a means of implementing local, regional, and state plans and protecting and enhancing open space, including San Francisco Bay, additional city, county, regional, and state legislation should be adopted to control preservation of open space.

Strengthen Local Control of Open Space

State legislation should be adopted that will establish local control of private open space

land when such areas are indicated as open space on appropriate city, county, and regional general plans.

Establish Zoning That Bears a Relationship to Open Space Uses

Zoning that bears a reasonable relationship to open space uses that should continue, or that should be encouraged, should be established. Areas for open space uses, such as grazing, should be zoned for large minimum parcel sizes.

Protect Open Space Areas From Erosion; Restore Eroded Areas

A program to include methods of protecting open space areas from the hazards of erosion should be established and implemented. The program should include such measures as replanting, reforestation, and land sculpturing, to restore eroded areas to original conditions. Where necessary, flood control improvements that are compatible with the natural area should be established.

Improve Controls on Smog Producing Agents

As a means of protecting the health of the community and preserving vegetation and wildlife in open space areas and achieving a clear atmosphere, continued efforts to improve controls on industrial and vehicular smog producing agents should be pursued at all levels of government.

Establish and Implement Maximum Holding Capacity in Relation to Environmental Resources

Maximum holding capacity, in relation to environmental resources and measures to limit growth within the maximum, should be established as a means of protecting community health and to protect natural resources.

Principles for Park and Recreation Areas

Designate Adequate Park and Recreation Area to Serve Population Throughout Plan Period

Sufficient major park and recreation areas should be acquired to serve the needs of the county throughout the plan period.

Existing and Future Park and Recreation Areas Should be Designated as Permanent Open Space

Existing park and recreation areas of community, county, regional, or state scale should be retained as permanent open space. Areas designated for future park and recreation areas should also be retained as permanent open space.

Recreation and Park Areas Accessible to Each Community Should Be Provided

To provide for close-in leisure time facilities, recreation and park areas should be provided within the open space surrounding each city or community. Recreation trails should be provided throughout the public open space surrounding each community to connect with recreation areas.

Provide a Variety of Major Park and Recreational Areas to Accommodate a Range of Facilities

A variety of major park and recreational areas to accommodate a range of facilities, including those for short duration visits near the urban area to weekend vacation needs in the more rural areas. All facilities should be of a character compatible to the natural environment.

Provide Recreation Opportunities For All People

A range of facilities to provide leisure time enjoyment for all age and economic groups should be included within each park and recreation area.

Provide Major Park and Recreation Facilities in Areas of Outstanding Beauty

Wherever possible, major park and recreation areas should be designated in areas of outstanding beauty, which include vegetation, streambeds or water bodies, unusual topography

or viewpoints.

Establish Ecological Preserves in Major Park Areas; Limit Public Use

Ecological preserves should be established within major park areas to preserve existing vegetation and wildlife in the natural habitat. Public use should be primarily for study and limited in such a manner to preserve the natural conditions.

Limit Development of Facilities Within Major Park and Recreation Areas

Development of Recreational Facilities in major park and recreation areas should be confined to selected accessible areas as a means of preserving larger park areas in an open state for future generations.

Implementation Principles Park and Recreation Areas

Encourage Cooperation and Coordination Between Public Agencies in the Planning and Implementation Principles Park and Recreation Facilities

Cooperation and coordination between public agencies at every level in the planning and implementation of park and recreation facilities within open space should be encouraged as a means of providing a variety of park and recreation areas and activities to avoid duplication and to provide an integrated system. Facilities should be suitable to the natural characteristics of the land and climate.

Develop Site and Architectural Design Standards Compatible With Major Park and Recreation Environment

Site and Architectural design standards that provide aesthetic compatibility with the natural environment of major park and recreation areas should be established.

Encourage Acquisition of Areas Designated as Major Parks and Recreation on Adopted Plans

Appropriate state, regional, and local agencies should be encouraged to acquire areas designated on the General Plan and the Open Space Plan for major parks and recreation area use as soon as possible.

Encourage Dedication of Land or Easements by Private Property Owners in Designated Open Space Areas for Recreational Facilities and Trails

Dedication of land or easements by private property owners within areas designated for open space for use as recreation facilities or trails should be encouraged as a means of supplementing the public recreation and trail system.

Scenic Route Element Recommendations Should be Implemented

Recommendations regarding scenic routes and trails included in the Scenic Route Element should be implemented as soon as possible.

Principles for Agricultural Open Space

Designate Agricultural Open Space

As a means of limiting urban growth and preserving agricultural lands and other natural resources, all areas shown as cultivated and uncultivated agriculture on the County General Plan should be designated as permanent agricultural open space on the Open Space Plan.

Limit Development in Agricultural Areas

Agricultural areas should be free of urban type development with dwellings permitted only for those persons involved in agricultural production.

Coordinate Agricultural Open Space Plans With Plans of Cities and Adjacent Counties

Agricultural open space plans should be coordinated with plans of cities within the county and adjacent counties to provide continuity and establish common policy for property owners with lands crossing city or county lines.

Stimulate Agricultural Production in the County; Encourage Retention of Unique Crops

All means that will stimulate the continuance of well diversified and efficient agricultural production in the county should be promoted. Encouragement should be given to the retention of unique crops endemic to specific agricultural areas

Implementation Principles Agricultural Open Space

Provide Retention of Agricultural Lands in Large Holdings Through Zoning

To discourage division of large agricultural holdings into smaller parcels too small for basic uses permitted by zoning, minimum parcel sized of 500, 250, or 100 acres should be required in lands used for grazing and agriculture.

Principles for Shoreline and Bay Open Space

The Open Space Plan includes policies relating to preservation of the Bay and shoreline as adopted by the Bay Conservation and Development Commission in 1968.¹ Policies relating to development, adopted in the BCDC Plan, are not included in the Open Space Plan at this time, pending resolution of some that are not applicable to the Alameda County Shoreline and waters.

In addition to those BCDC environmental policies noted above, the following ecological and developmental policies are included in the Open Space Plan.

Preserve Natural Ecological Habitats in Shoreline Areas

Outstanding natural ecological habitats in shoreline areas of the County should be designated for protection and maintenance as wildlife preserves as a means of protecting marine and wildlife and to permit ecological studies.

Provide Continuity in Shoreline Open Space

Wherever possible, continuous shoreline open space, both public and private, should be provided; all public shoreline open space should be connected by continuous systems of trails and scenic routes to provide public access to San Francisco Bay.

Designate Unique Waterfront Areas for Public Use

Designate and preserve outstanding topographical, geological, or historical areas suitable for recreation or viewpoints on the Bay shoreline for public use. Priority waterfront land uses, such as industrial and residential, should be located in such a manner to preserve unique waterfront areas.

Locate Shoreline Routes Inland

Any proposed circulation routes paralleling the shoreline should be located inland; no routes on

existing water surfaces, whether by means of filling, diking, or floating of structures should be permitted. Inland shoreline circulation routes should be located in such a manner as to take advantage of providing shoreline views without disrupting planned shoreline open space. Wherever possible, existing shoreline routes should be expanded to prevent bay fill and avoid removal of existing urban uses. Alternative modes of transportation should be adopted to discourage construction of new or expansion of existing shoreline routes.

Bay or Marsh Filling and Development Should Not Be Permitted Except in Selected Areas for Recreational Use

Even though demand for public and private uses of the Bay and shoreline will intensify, filling of bay or marshland or development of major shoreline uses, other than public park and recreation in selected areas, should not be permitted.

Fill for Airport Extensions Should be Prohibited; Alternate Methods of Handling Air Traffic Should be Explored

Continued bay fill to accommodate additional and larger aircraft should be prohibited pending completion of regional studies. The regional study should include determination of the possibilities of alternate inland locations for major airports with existing airports located adjacent to the Bay for short range and transbay flights and as urban stations for the transfer of surface or air passengers to new inland national and international airports.

Provide For Orderly Transition of Phased Out Salt Extraction Areas to Uses Compatible With the Open Space Plan

Salt extraction areas, which will be operative through the plan period, should be designated as permanent open space. Areas that will not be active through the plan period should be phased out according to a planned program in such a manner as to maintain salt production cycles. Phased out areas should be converted to uses permitted within waterfront open spaces such as wildlife refuges or recreation areas. No filling of salt extraction areas should be permitted except for recreation purposes in selected areas as indicated on adopted local or regional plans.

¹San Francisco Bay Plan, Part III, "The Bay As Resource," San Francisco Bay Conservation and Development Commission, January, 1969.

Dredging Should be Permitted Only to Maintain Navigation Routes; Spoils Should Not be Used for Fill

Except as permitted by regional policy, dredging or removal of sedimentation from the Bay floor for purposes other than maintaining established navigational routes and docking areas should not be permitted where it would modify the existing shoreline, disturb existing ecological balances, or interfere with underground water supply. Spoils from dredging should be deposited in accord with the adopted regional plan and should not be used for fill, except as shown on the regional plan.

Water Transportation Should be Encouraged as an Alternate to the Construction of Additional Transportation Routes on Bay Fill

As a means of minimizing the need for construction of additional bridges and causeways or developing fill areas for barriers or freeways, various forms of water and air transportation should be encouraged for trans-bay travel. Such forms could include the ferry, hydrofoil, hovercraft, and helicopter. Any proposal for development of facilities for traffic routes on the Bay surface in connection with water barriers or utility lines of any kind should be subject to regional review and approval.

Local, Regional, State, and Federal Agencies Should Coordinate Policies and Plans for Preservation of San Francisco Bay and Shoreline

All agencies with jurisdiction over San Francisco Bay and shoreline should coordinate and adopt policies and plans to insure preservation of bay and shoreline in accordance with an adopted regional plan as a means of minimizing conflicting demand for uses.

encouraged to provide public access and use within their holdings.

Develop and Adopt Local Recreation Plans

As a means of preserving open space adjacent to San Francisco Bay, local recreation plans should be developed and adopted to supplement open space portions of the regional Bay plan. Local plans should provide integrated shoreline park and recreation systems connected by trails, shoreline scenic routes, and turnouts. The development of water oriented recreation facilities should be encouraged.

Participate in Development of a Regional Port Plan

As a means of limiting waterfront land planned and used for port purposes, and to ensure the most efficient use of such land, the county should participate in a regional plan for port development and redevelopment.

Participate in Development of a Regional Airport Plan

To prevent unnecessary expansion of existing airports into Bay waters, the county should participate in a regional plan for airport development.

Continue to Require Adequate Provision for the Elimination of Bay Water Pollution

As a means of preventing pollution of Bay waters in the immediate future, adequate treatment of wastes prior to discharge should be required; for long range elimination of Bay pollution, alternate methods of waste disposal should be explored by a federal, state, or regional agency.

Implementation Principles Shoreline and Bay Open Space

Encourage Private Shoreline Land Owners to Permit Public Access and Use

Owners of private shoreline lands, which extend over large waterfront areas or which possess unique natural characteristics, should be



PART TWO: THE OPEN SPACE PLAN



The Open Space Plan

The Open Space Plan map includes all the major park and recreation and agricultural areas indicated in the County General Plan which have been redefined and redesignated into four major categories. Included within the Open Space Plan are Scenic Route Element and Recreation Element policies and plans.

Description of the Open Space Plan

The Open Space Plan is a graphic description of the application of open space objectives and principles to the natural resources of the County. As a major basis for plan preparation, a series of background maps indicating natural resources were prepared.

Based on the County General Plan, the emphasis of the Open Space Plan is to limit spread of urban areas and protect significant scenic and ecological resources for the health, welfare, and enjoyment of the residents of the County. Because the focus of the plan is on the non-urban areas of County-wide or regional significance, it is presented on a County-wide level, rather than by planning unit. The description is in terms of the four major components; agricultural open space, preserves, residential open space, and connecting open space corridors.

Agricultural Open Space

The plan indicates the major portion of agricultural open space in the Livermore-Amador Valley, where all of the land outside the area designated for urban uses on the General Plan except major park and recreation, quarries, salt ponds, and water bodies are indicated as agricultural open space. Cultivated agricultural open space is separately designated from uncultivated agriculture on the Open Space Plan. There are two agricultural open space areas indicated in the East Bay ridge. One is immediately north and south of Route 580, east of Castro Valley and Palomares Road, the other in the Mission Pass-Andrade Road area. General Plan agricultural open space in the three adjacent counties in the vicinity of the Alameda County boundary is indicated as "borrowed agricultural open space" on the county open space plan.

Preserves

Preserves are permanent open space areas of irreplaceable natural or environmental resources or areas of outstanding beauty and consist primarily of existing and proposed major park and recreation areas shown on the County General Plan, which in turn include watershed lands and other public owned non-recreation lands. On the East Bay ridge north of Castro Valley, Roundtop Regional, Joaquin Miller, and Tilden Regional Parks, as well as East Bay Water lands, are considered preserves. In addition, adjacent portions of Regional Park and watershed lands in Contra Costa County are considered "borrowed preserves," since they serve the same function, although lying outside the County.

In the Hayward area of the East Bay ridge, Garin and the proposed Myers Park are designated as preserves, while in the ridge area south of Mission Pass Freeway in Fremont, all lands east of Monument and Mission Peaks and east to include Sunol Park and San Francisco Water District lands are all designated as preserves.

The Fremont salt pond and water and marsh area proposed for acquisition by the Department of Interior as a National Wildlife Refuge and the adjacent Coyote Hills-Alameda Creek Aquatic Park are also indicated as preserve areas.

One of the most important East Bay preserve areas is San Francisco Bay and its more than thirty miles of shoreline, including existing and proposed waterfront recreation areas.

In the southern part of the Livermore-Amador Valley, Arroyo Del Valle, the Mines Road area and Tesla Geological areas are designated as preserves. The Arroyo Del Valle Reservoir preserve area is planned for more intensive active recreational use, such as hiking, camping, and nature study.

In the most northern portion of the Livermore-Amador Valley, preserve areas include Doolan Canyon, Brushy Peak, and the Old River Area, all also planned for future recreational use. Major park and recreation areas in Contra Costa, San Joaquin, and Santa Clara Counties, abutting Alameda County all are considered as "borrowed preserves."

Throughout the County, smaller park and recreation areas designated as preserves include: Oakland's Lakeshore and Temescal

Parks, Fremont's Central Park, and Shadowcliff Park in Pleasanton

Residential- Canyon Open Space

All General Plan existing and proposed suburban density area in slope lands exceeding twenty-five percent are included in the residential hill-canyon open space area designation. Hill area residential includes both low density estate-type development and higher density cluster residential with surrounding open space. Canyon areas adjacent to the developable portions of the hill residential areas have been indicated for preservation as part of the open space plan.

Connecting Open Space Corridors

Scenic Routes and trails provide the two major components of the connecting open space corridor system within the open space plan. Scenic Routes afford pleasurable driving between scenic and recreational areas. Along selected corridors in particularly scenic areas, riding and hiking trails are indicated to connect to trails within preserves. Aqueduct and utility right-of-way lines also provide trailroutes as would easements over private property. Strips of land adjoining surface areas of the rapid transit route are also indicated as non-recreational connecting corridors.

ALAMEDA COUNTY BOARD OF SUPERVISORS

Joseph P. Bort, Chairman
Fred F. Cooper, Vice-Chairman
Thomas H. Bates
Robert E. Hannon
John D. Murphy

ALAMEDA COUNTY PLANNING COMMISSION

John P. Gardella, Chairman
Martin C. Kauffman, Vice-Chairman
William E. Carpenter
Edward E. Enos
Jack Holland, Jr.
Lois Rusteika
James Zeno

Advisory Members

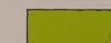
John D. Murphy, for the Board of Supervisors
Thomas Fennone, for the County Counsel
Harry R. Kolander, for the Director of Public Works
Victor Taugher, Building Official

OPEN SPACE ELEMENT OF THE GENERAL PLAN: COUNTY OF ALAMEDA, STATE OF CALIFORNIA

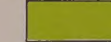
The Open Space Plan Map

Primary Open Space

Agricultural Open Space



Cultivated

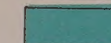


Uncultivated

Preserves



Land

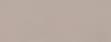


Water

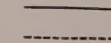


Residential-Canyon Open Space

Connecting Open Space Corridors



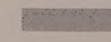
Scenic Routes:
Existing Roadway



Proposed Roadway



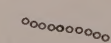
Scenic Route Corridors



Corridors of Outstanding
Scenic Beauty



Riding and Hiking Trails



State Riding and Hiking Trail

Secondary Open Space



Quarries, Airports,
Selected Public Uses



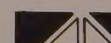
Borrowed Open Space



Preserve



Agriculture



1 2 miles

We hereby certify that the County Planning Commission of Alameda County did, on the 16th day of January, 1973, approve by resolution an element of the General Plan, consisting of both a map and text entitled, "OPEN SPACE ELEMENT OF THE ALAMEDA COUNTY GENERAL PLAN, Parts I and II, Policies and Plan," and the document on which this certificate is recorded is a part thereof.

John P. Gardella *William H. Fraley*
John P. Gardella, Chairman William H. Fraley, Secretary

We hereby certify that the Board of Supervisors of Alameda County did, on the 30th day of May, 1973, adopt by resolution an element of the General Plan, consisting of both a map and text entitled, "OPEN SPACE ELEMENT OF THE ALAMEDA COUNTY GENERAL PLAN, Parts I and II, Policies and Plan," and the document on which this certificate is recorded is a part thereof.

Joseph P. Bort *Jack K. Pool*
Joseph P. Bort, Chairman Jack K. Pool
Clerk of the Board of Supervisors
of the County of Alameda

Appendix A

Resolutions of Open Space Element of the General Plan Adoption

ALAMEDA COUNTY PLANNING COMMISSION

RESOLUTION NO. 10796 — At the meeting held January 16, 1973

Introduced by Commissioner William E. Carpenter
Seconded by Commissioner Edward E. Enos

WHEREAS pursuant to the provisions of the Planning Law (Title 7 of the Government Code) it is the function and duty of the County Planning Agency of Alameda County, California, to prepare and of the County Planning Commission to approve a comprehensive, long-term general plan for the physical development of the County, such plan to be known as the General Plan and to provide that the Board of Supervisors of Alameda County may adopt all or any part of the County; and

WHEREAS said Planning Law requires that on or before June 30, 1973, every city and County shall prepare, adopt and submit to the Secretary of the Resources Agency a local open space plan for the comprehensive and long-range preservation and conservation of open space land within its jurisdiction; and

WHEREAS this County Planning Agency in coordination with cities and public and quasi-public agencies in the County has prepared a text containing objectives, and principles for an Open Space Element of the Alameda County General Plan and a plan map for the incorporated and unincorporated areas of the County indicating areas designated for open space which in the judgment of the Planning Agency related to the physical development of the County; and

WHEREAS this Planning Commission considered said text and plan map as the Open Space Element of the GENERAL PLAN, COUNTY OF ALAMEDA, STATE OF CALIFORNIA, at the seven public hearings on September 21, 1970, October 26, 1970, November 30, 1970, January 25, 1971, March 15, 1971, November 14, 1972, January 16, 1973 in the Auditorium of the Public Works Building, 399 Elmhurst Street, Hayward; and

WHEREAS, proposals contained in said Element have been generally endorsed by the cities and quasi-public agencies within Alameda County, and generally supported by those in attendance at the public hearings; and

WHEREAS, it satisfactorily appears to this Commission that the public interest, necessity, convenience and general welfare will best be served by the adoption of said Element: Now Therefore

BE IT RESOLVED that the County Planning Commission does hereby approve and recommend adoption of the Open Space Element of the Alameda County General Plan, Parts I and II (Policies and Plan) to the Board of Supervisors and that analysis, background reports, and the Interim Open Space Plan, Open Space Plans and Regulations, June, 1972, be transmitted as supporting material, together with a notion that the State Planning and Zoning Law requires adoption of the Open Space Element by June 30, 1973, and that the law also provides that open space implementing ordinances and the Conservation Element also be adopted by June 30, 1973 and that work on these by the Planning staff cannot be completed until Open Space Policies and Plan are adopted; and

BE IT ALSO RESOLVED that the County Planning Commission urges the Board of Supervisors to sponsor appropriate legislative amendments which compensate land owners for property which may be held voluntarily or by reason or zoning or designation of the General Plan as open space.

ADOPTED BY THE FOLLOWING VOTE

AYES: Commissioners Holland, Gardella, Enos, Rusteika, Carpenter, Zeno

NOES: Commissioner Kauffman

ABSTAIN: None

ABSENT: None

WILLIAM H. FRALEY — PLANNING DIRECTOR & SECRETARY
ALAMEDA COUNTY PLANNING COMMISSION

THE BOARD OF SUPERVISORS OF THE COUNTY OF ALAMEDA STATE OF CALIFORNIA

On motion of Supervisor Cooper, Seconded by Supervisor Bates, and approved by the following vote:

AYES: Supervisors Bates, Cooper and Chairman Bort — 3

NOES: Supervisor Murphy — 1

EXCUSED: Supervisor Hannon — 1

THE FOLLOWING RESOLUTION WAS ADOPTED: NUMBER 148757

ADOPT OPEN SPACE ELEMENT — GENERAL PLAN

WHEREAS, pursuant to the provisions of the Planning Law (Title 7 of the Government Code) it is the function and duty of the County Planning Agency of Alameda County, California, to prepare and of the County Planning Commission to approve a comprehensive, long-term general plan for the physical development of the County, such plan to be known as the General Plan and to provide that the Board of Supervisors of Alameda County may adopt all or any part of said General Plan or any subject thereof for all or any part of the County; and

WHEREAS, said Planning Law requires that on or before June 30, 1973, every city and County shall prepare, adopt and submit to the Secretary of the Resources Agency a local open space plan for the comprehensive and long-range preservation and conservation of open space land within its jurisdiction; and

WHEREAS, said County Planning Agency in cooperation with cities and public and quasi-public agencies in the County has prepared a text containing objectives, and principles for an Open Space Element of the Alameda County General Plan and a plan map for the incorporated and unincorporated areas of the County indicating areas designated for open space which in the judgment

of the Planning Agency relates to the physical development of the County; and

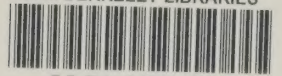
WHEREAS, after holding public hearings thereon in the manner prescribed by law, the County Planning Commission has recommended to this Board of Supervisors that the public interest, necessity, convenience and general welfare will be best served by the adoption of the Open Space Element of the Alameda County General Plan, Parts I and II (Policies and Plan) by June 30, 1973, as required by the State Planning and Zoning Law; and

WHEREAS, proposals contained in said Element have been generally endorsed by the cities and quasi-public agencies within Alameda County, and generally supported by those in attendance at the public hearings; and

WHEREAS, this Board of Supervisors did hold public hearings to consider the adoption of said element of the General Plan, notice of which was duly given in all respects as required by law; and

WHEREAS, after hearing all those who wished to be heard in connection with said matter, it satisfactorily appears to this Board of Supervisors that the public interest, necessity, convenience and general welfare will be best served by the adoption of said element of the General Plan;

NOW THEREFORE, BE IT RESOLVED that this Board of Supervisors does and it hereby adopts the OPEN SPACE ELEMENT OF THE ALAMEDA COUNTY GENERAL PLAN, Parts I and II (Policies and Plan), as shown on the attached Exhibit "A".



Planning Staff

William H. Fraley, Planning Director
John J. Thomas, Principal Planner
Betty Croly, Senior Planner, Advance Planning and Research
Bruce C. Fry, Senior Planner, Current Planning
Richard P. Flynn, Zoning Administrator

William Allin	Vivian Howell
Pauline Bielaski	Arnold Jonas
Richard Dunann*	Raymond Lincoln
Ruth Dunann*	Harold Manley
Roseline Christiansen	Adolph Martinelli
Karen Corso	Jessica Persoff
Laurence Danielson	Georgia Rubiolo
Beverly Davis	Susan Taylor
Kenneth Decker	Kirk McKinley
Ronald Eggers	Stephen Richards
Michael Henn	

*Retired

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